

3.0 PUBLIC INVOLVEMENT AND OUTREACH

The San Ysidro community has a unique and somewhat conflicting relationship with the border as a result of its proximity to the San Ysidro POE. The community bears the brunt of the impacts from transportation, crossing volumes and other activity at the border. Conversely, it is also in a position to reap the economic and cultural benefits from the tens of thousands of people who cross the border daily and travel to and through the San Ysidro community.

Several community groups are actively engaged in promoting the well being and enhancement of the San Ysidro community and have a keen interest in the *San Ysidro Port of Entry Reconfiguration Mobility Study*. In addition, there are a number of public agencies that have various responsibilities for providing coordinated and efficient transportation and pedestrian access and circulation at and near the border to ensure that border crossers move efficiently to and from their destinations in the community, region, state, and beyond. To address the multiple community and agency interests in the area, the *San Ysidro Port of Entry Reconfiguration Mobility Study* included a comprehensive public involvement and outreach program that incorporated project stakeholders and engaged community members and the public.

The public involvement and outreach program was structured around three primary components:

- Project Working Group (PWG)
- Community and General Public Outreach
- Technical Working Group (TWG)

These groups and activities allowed for input, review, and comment on the study goals, evaluation criteria, reconfiguration alternatives, alternatives analyses and evaluation, and a preferred alternative concept. Details of the composition and activities of each public involvement and outreach program component are discussed below.

3.1 PROJECT WORKING GROUP (PWG)

The PWG included representatives from both community organizations and public agencies with stakeholder interest in the project. These stakeholder groups and agencies were invited by the City of San Diego to participate on the PWG to ensure that a cross-section of interests was involved in the study process. Each community group and agency selected a representative who could commit to ongoing, active participation on the PWG, represent the interests of his or her respective group or agency, and act as the communication liaison between the PWG and his/her group or agency. The PWG met four times over the six month study period to help guide the study by:

- Establishing study and project concept objectives and priorities
- Identifying and defining individual stakeholder and common project goals
- Providing community, technical, and policy perspective to study activities and analyses
- Providing input on over 20 mobility and reconfiguration alternatives and variations
- Evaluating reconfiguration concept alternatives
- Identifying a preferred reconfiguration and mobility concept
- Providing review and input on the final study report.

Table 8 identifies each PWG meeting, the meeting purpose and the activities undertaken at the meeting. PWG members represented the following community groups and public agencies.

3.1.1 San Ysidro Community Planning Group

The City of San Diego has recognized community planning groups as formal mechanisms for community input in decision-making processes. Community planning groups provide citizens with an opportunity for involvement in advising the City Council, the Planning Commission, and other decision-makers on development projects, general or community plan amendments, rezonings, and public facilities. The recommendations of the planning groups are integral components of the planning process. The San Ysidro Community Planning Group represents the San Ysidro community, which includes the border area. The planning group is particularly interested in the role the border area can play in promoting economic development and revitalization throughout the community, and in using the results of this study as input to the future update of the San Ysidro Community Plan.

3.1.2 San Ysidro Chamber of Commerce

The San Ysidro Chamber of Commerce supports business owners and operators in the San Ysidro community, particularly small and micro-businesses, through events, programs, marketing, and networks that help businesses succeed. The Chamber of Commerce views the “reconfiguration of the San Ysidro Port of Entry [as] an unparalleled opportunity to create a showcase of the integration of commerce, community and security”, and states that “San Ysidro must have a ‘Port of the Future’ – one that creates Americas Finest Front Door.”¹⁹

3.1.3 San Ysidro Transportation Collaborative

The San Ysidro Transportation Collaborative was founded by the San Ysidro Business Association to create a way for a broad cross-section of San Ysidro community organizations, public transportation agencies, businesses, and individuals to discuss and provide input to the design of transportation solutions that will enhance and revitalize the business and residential community of San Ysidro.²⁰

3.1.4 City of San Diego

The City of San Diego is the lead agency for this study. The city is responsible for planning, implementing and maintaining public streets and roads in the community; ensuring and improving circulation and mobility; planning and regulating land use; and promoting community development, redevelopment, and revitalization. The city initiated this study to assess the mobility and community impacts of the GSA border facility expansion plans on existing infrastructure and circulation, and to evaluate opportunities to reconfigure the border area to improve access, mobility, and community development. The city plans to use the results of this study to support a future update of the San Ysidro Community Plan.

¹⁹ <http://www.sanysidrochamber.org/>

²⁰ <http://sanysidrobid.org/content/view/full/18/31/>

Table 8: San Ysidro POE Reconfiguration Mobility Study – Project Stakeholder Meetings

Mtg.	Date	Group	Location	Purpose
1	June 2, 2009	Project Working Group	City of San Diego Office	<ul style="list-style-type: none"> • Introduce consultant team & PWG • Provide overview of scope of work • Establish project milestones & schedules • Identify initial project concept objectives and priorities
1	June 10, 2009	General Services Administration	The Front / San Ysidro	<ul style="list-style-type: none"> • Clarify GSA expansion plan parameters
2	July 7, 2009	Project Working Group	City of San Diego Office	<ul style="list-style-type: none"> • Provide overview of ProjectSolve • Review initial draft concept alternatives (A, A2, B, & C)
3	July 21, 2009	Project Working Group	City of San Diego Office	<ul style="list-style-type: none"> • Review priorities developed by PWG • Review refined concept alternatives and variations (D)
1	August 4, 2009	Technical Working Group	Consultant Team Office / Downtown San Diego	<ul style="list-style-type: none"> • Refine goals and principles • Provide initial facility and capacity needs • Identify best elements of refined concept alternatives
2	August 10, 2009	Caltrans	Caltrans Office	<ul style="list-style-type: none"> • Assess the viability of relocating the I-5 freeway northbound on- and off-ramps
2	August 13, 2009	Technical Working Group	Consultant Team Office / Downtown San Diego	<ul style="list-style-type: none"> • Review refined project goals & principles • Discuss examples of intermodal transportation centers • Review four further refined concept alternatives • Review initial concept alternatives evaluation
3	August 18, 2009	Technical Working Group	Golden Hall / Downtown San Diego	<ul style="list-style-type: none"> • Clarify refined project goals and principles • Review 7 refined concepts plans and comparative evaluation results • Review traffic simulation (I-5 NB ramp relocation) • Review facilities needs table
1	August 20, 2009	Community	Consultant Team Office / Downtown San Diego	<ul style="list-style-type: none"> • Review study purpose • Review and discuss the project goals and principles • Provide input on the 3 highest ranking project concepts • Advise and establish format for upcoming San Ysidro Community Planning Group/general public meeting
2	August 24, 2009	Community / Public	The Front / San Ysidro	<ul style="list-style-type: none"> • Present project overview to San Ysidro Community Planning Group/general public • Obtain input & preferences from Planning Group and community on the 3 highest ranking project concepts
4	November 17, 2009	Project Working Group	Consultant Team Office / Downtown San Diego	<ul style="list-style-type: none"> • Summarize draft study report, conclusions and recommendations • Share preferred concept site plan and cross-section • Obtain input for final study report
3	December 14, 2009	Community / Public	The Front / San Ysidro	<ul style="list-style-type: none"> • Provide study overview • Summarize draft study report, conclusions and recommendations • Obtain input for final study report from Planning Group/general public

3.1.5 San Diego Association of Governments (SANDAG)

SANDAG is the regional planning agency comprised of representatives from the 18 cities and county government in San Diego County. As the forum for regional decision-making, SANDAG builds consensus; makes strategic plans; obtains and allocates resources; plans, engineers, and builds public transportation; and provides information on a broad range of topics pertinent to the region's quality of life, including the social, community, economic, and infrastructure issues at the border. The foundation of SANDAG's 2030 Regional Transportation Plan (RTP) "lies in better connecting our freeways, transit, and road networks to our homes, schools, work, shopping and other activities." SANDAG's 2004 Regional Comprehensive Plan (RCP) "serves as a foundation for integrating land uses, transportation systems, infrastructure needs, and public investment strategies within a regional smart growth framework."²¹ As a result, SANDAG is interested in ensuring that transportation and land use in the border area supports regional goals for mobility, smart growth, and economic development.

3.1.6 San Diego Metropolitan Transit System (MTS)

MTS operates and maintains the public transit system, including the local buses and San Diego Trolley that serve the border. MTS' primary objective is to deliver safe, convenient, efficient, and cost-effective transit access and service to residents and visitors in a manner that supports the mobility and sustainability goals of the region. Public transit services and facilities at the San Ysidro border crossing provide access and mobility to the high volumes of border crossers. MTS is interested in improving transit service, facilities, and operations at the border.

3.1.7 California Department of Transportation (Caltrans)

Caltrans is the agency responsible for building, operating, and maintaining the state's freeway network. In the border area, Caltrans is charged with ensuring adequate traffic operations on I-5 and I-805, and at ramp junctions to the freeways. Because I-5 terminates at the border with north- and southbound vehicle inspection facilities, there are unique coordination issues with border infrastructure and circulation. In addition, a Caltrans planning grant funded the study.

3.1.8 Federal General Services Administration (GSA)

The GSA is responsible for the border inspection and operations infrastructure and activities. It has an extensive three-phased plan to expand the vehicular and pedestrian border inspection and support facilities that will reconfigure the freeway inspection facilities and pedestrian access on both the west and east sides of I-5 at the border. The GSA wants to ensure that any other proposed public or private infrastructure reconfiguration does not impact its expansion plans, and that safety and security at the border is maintained.

3.2 COMMUNITY AND GENERAL PUBLIC OUTREACH

In addition to the formal PWG, the public involvement and outreach program included public meetings and workshops with the San Ysidro Community Planning Group and general public. These meetings and workshops provided an opportunity for a broad cross-section of the community to obtain information about the study and offered a forum to receive general public input. Three community/general public meetings and workshops were held as follows:

²¹ 2030 San Diego Regional Transportation Plan (November 2007), page 1-1.

- **August 20, 2009** – This meeting, held at project team offices in downtown San Diego, included the community leaders represented on the PWG. These leaders were provided an opportunity apart from the agency stakeholders to provide input and perspective on the study. They reviewed and commented on the study purpose and the project goals and principles as identified by the PWG. In addition, they addressed the reconfiguration concept alternatives evaluation and provide input on the three alternatives that performed best in the evaluation. Finally, this group of community leaders was asked for advice on the best methods for presenting the study, concepts and evaluation to the general community and public.
- **August 24, 2009** – Based on the advice received at the August 20, 2009 meeting with community leaders, a presentation and workshop on the study and project was held for the general public. The study purpose, evaluation process, and highest ranking reconfiguration concept alternatives were presented to the community and general public for review and input at a meeting of the San Ysidro Community Planning Group. The meeting was held at “The Front” meeting hall on East San Ysidro Boulevard in the San Ysidro community. Approximately 35 people attended. The workshop format that allowed people in attendance to ask questions and provide verbal input. In addition, attendees were encouraged to provide written comments on the concept alternatives at a workshop “station” in which comment cards, pencils and Spanish translation was available. Finally, the attendees were provided voting “stickers” and asked to indicate their concept alternative preference. Results of these workshop exercises in included in Section 5.2.2.
- **December 14, 2009** – A second general public meeting was held as part of the San Ysidro Community Planning Group meeting to update the community and general public on the draft study analyses, reconfiguration concept, remaining issues and next steps. Again, the meeting was held at “The Front” meeting hall on East San Ysidro Boulevard in the San Ysidro community. Approximately XX people attended. Community members and the general public were asked for comment and input on the draft study report prior to completion of the final study report. As appropriate, comments and input have been incorporated into the final study report.

Table 8 includes the dates and the purpose of the community meetings and workshops.

3.3 TECHNICAL WORKING GROUP (TWG)

In addition to the PWG and community meetings/workshops, the study included a Technical Working Group (TWG) comprised of the agency stakeholder representatives identified above (City of San Diego, SANDAG, MTS, Caltrans, and GSA). The TWG provided technical support and input to the study, including data and information on agency plans and policies, infrastructure and capacity requirements for transportation and border crossing services and facilities, and identification of operating, maintenance, safety and security issues and requirements for their respective areas of responsibility. The TWG met three times during the reconfiguration concept alternatives development study phase (August 4, 13 and 18) to support the study technical evaluation. **Table 8** includes the TWG meetings.

3.4 OTHER STUDY MEETINGS

Several other meetings were held with project stakeholders during the course of the study:

- **June 10, 2009** – A meeting among the City of San Diego, project consultant team and GSA staff occurred to gather information GSA's expansion plans and clarify implications for the study mobility and reconfiguration analysis.
- **August 10, 2009** – A meeting with Caltrans staff was held to evaluate the viability of relocating the I-5 freeway northbound on- and off-ramps that connect with East San Ysidro Boulevard and Rail Court at the entrance to the existing transit center. Based on the meeting, Caltrans concluded that, while approval of design exceptions may be required, there are no apparent fatal flaws associated with a proposal to relocate the northbound ramps to Camino de la Plaza and that project reconfiguration concepts that include ramp relocation could move forward for further consideration and analysis.

4.0 COMMUNITY AND PROJECT GOALS

The San Ysidro border area has long been the focus of regional, community and site specific plans. These plans are based on both wide-ranging community goals and specific border area goals, many of which are mutually supportive. The San Ysidro POE reconfiguration concept project goals, developed through the Project Working Group, incorporate the community plans and goals, as well as individual stakeholder goals for the border area, to move toward a project concept that addresses a broad range of mobility, access, economic, and urban design objectives.

4.1 SAN YSIDRO COMMUNITY PLAN GOALS

A clear and consistent theme in the San Ysidro Community Plan (adopted by the City of San Diego in 1990 and amended through 2003), focuses on creating an international gateway at the border – “a grand entrance into the United States, the City of San Diego, and the community of San Ysidro”.²² The Community Plan recognizes that the existing border area lacks a coordinated, efficient, and iconic sense of place and currently:

is congested with many different types of vehicular traffic including the trolley, jitneys, buses, taxis, passenger cars and service vehicles. These vehicles conflict with one another and threaten the safety of the many pedestrians that use this area (page 73)

Throughout the Plan, additional references are made to mobility and circulation conflicts at the border, including:

The area is congested with both pedestrian and vehicular traffic. (page 54)

Traffic congestion ... detract[s] from its potential. (page 71)

Pedestrians and autos conflict on San Ysidro Boulevard and at the border crossing. (page 139)

The Community Plan also recognizes that “despite the community’s proximity to the border, San Ysidro businesses have not been able to benefit from this potential market”. (page 72) The plan states that

the entrances into the community, especially at the border crossing are ill-defined. (page 72)

[the border area] lacks unifying design elements and is an uninviting entrance into the community and the country. (page 54)

[the border area] could be enhanced by quality building and urban design, the rehabilitation of existing structures and improved traffic circulation. (page 73)

As a result, the Community Plan establishes a number of goals and objectives for the community and border area that relate specifically to creating an international gateway, promoting economic development, and enhancing urban design. Key goals and objectives are

²² San Ysidro Community Plan, City of San Diego, adopted 1990, amendment through December 2, 2003, page 71.

highlighted below, along with the page number from the Community Plan where they can be found:

- **International Gateway/Economic Development/Urban Design**

- Develop the areas immediately adjacent to the border as an International Gateway, a richer, symbolic image of entry into San Ysidro, San Diego and the United States (page 74)
- Facilitate the development of an International Gateway, a regional retail/visitor center (page 51)
- Redevelop the International Gateway area with regional commercial development and infill projects to provide jobs for San Ysidro residents and improve the physical appearance of the area (page 58)
- Create an area of “International Commercial Support” which would serve as a transition from the International Border to the neighborhood-serving commercial area north of the border crossing. This area would allow some auto-oriented commercial uses and include some tourist parking, yet also enhance the existing pedestrian use of the area. (page 82)
- Transform the border area into an aesthetically appealing International Gateway (page 54)
- Create a sense of entry into the community (page 75)
- Increase commercial retail development at the border (page 75)
- Develop parking strategies that support land use (page 131)

The Community Plan recognizes the importance of mobility and access to the success of the international gateway, economic development and overall plan, and includes, as an overarching theme, a variety of mobility, circulation and access goals and objectives, as highlighted below:

- **Mobility, Circulation and Access**

- Improve the transportation system at the border to provide for the smooth flow of traffic and minimize conflicts between vehicles and pedestrians (page 75)
- Discourage through traffic on San Ysidro Boulevard at the Border Trolley Station (page 77)
- Minimize pedestrian/auto conflict on San Ysidro Boulevard and at the border crossing (page 141)
- Locate transit stops/stations (trolley and bus) to maximize access and optimize transit service and pedestrian connections (page 141)
- Develop a circulation system that provides for the smooth flow of vehicular traffic while allowing for a response to the social and economic needs of the community (page 131)
- Provide for smooth traffic flow and good accessibility to and from San Ysidro and outlying communities (page 131)
- Eliminate barriers to pedestrian activity and enhance the pedestrian environment (page 131)
- Improve the mass transportation system (page 131)
- Develop pedestrian pathways throughout San Ysidro (page 141)

4.1.1 Intermodal Transportation Center

In concluding the discussion of the international gateway proposal, and to address the transportation and mobility conflicts at the border, the Community Plan proposes development of a “Grand Central Station” immediately adjacent to the border crossing.” It defines the Grand Central Station as a bold and dramatic architectural statement that would include a terminal complex for the trolley, buses, taxis and jitneys, as well as commercial development. The Plan continues by stating that the Grand Central Station would be designed to discourage automobile traffic, and that vehicular traffic on San Ysidro Boulevard at the end of East Beyer Boulevard would be limited to emergency vehicles and freeway access.²³

4.2 PROJECT GOALS

At PWG and TWG meetings conducted during the course of the study, project stakeholders were asked to identify and refine their goals and objectives for border area mobility, transportation facilities and services, and community development. Key project goals for individual stakeholders can be summarized as follows:

- **City of San Diego**
 - Resolve existing vehicular and pedestrian circulation conflicts and deficiencies
 - Consolidate transportation facilities and services at the border to focus activity and minimize community impacts
 - Promote economic development, community integration, and a sense of place
 - Seek opportunities for public-private partnerships
 - Accommodate intercity bus operations and facility needs
- **SANDAG**
 - Provide transportation services and facilities that accommodate existing and future border crossing demand
 - Give transit priority access to increase transit ridership
 - Consolidate transportation facilities and services at the border to simplify understanding of transportation choices
 - Improve walkability, connectivity, access, and circulation in the border area
 - Promote economic development, community integration, and a sense of place
 - Accommodate intercity bus operations and facility needs
 - Provide border crossers with fast easy access to transportation and other services
- **MTS**
 - Ensure close, easy, priority access to transit at the border
 - Provide services and facilities that increase transit ridership
 - Minimize vehicular and pedestrian conflicts with transit to improve operational efficiency and minimize operating costs
 - Support access improvements to the community and region

²³ San Ysidro Community Plan, City of San Diego, adopted 1990, amendment through December 2, 2003, page 81.

- **Caltrans**
 - Improve traffic flow and operations of freeways and access ramps at the border
 - Minimize vehicular conflicts
- **GSA**
 - Minimize interference and impacts on GSA border facilities expansion plans
 - Ensure border security
 - Provide pedestrian access to and from border crossing facilities
- **Community**
 - Transform the border into a transit-oriented activity center with a sense of place
 - Promote revitalization and economic development
 - Energize pedestrian areas
 - Consolidate transportation at the border to minimize community impacts
 - Integrate the border facilities into the community
 - Create a gateway to San Ysidro and the region

Incorporated into key stakeholder goals was an understanding that the project concept would strive to create an international gateway and Intermodal Transportation Center (ITC) consistent with the San Ysidro Community Plan goals and objectives (see Section 4.4).

Table 9 displays the specific study goals identified by each stakeholder at PWG and TWG meetings. When reviewing the specific stakeholder goals, it became evident that there are several key themes that are common among many of the stakeholders.

Therefore, the table also identifies, by color code, goals that have a common objective or theme. These themes were considered to be the guiding “principles” for developing the border area reconfiguration concept.

4.3 GUIDING PRINCIPLES

The reconfiguration concept guiding principles, derived from common themes among stakeholder study goals, are identified in **Table 10**. These principles were used to guide the development of concept alternatives for reconfiguring transportation facilities and services to improve border area mobility. The principles were also used as the criteria to evaluate the reconfiguration project concept alternatives.

The principles were grouped into two categories. The “Essential Principles” are considered those principles or criteria that are essential for mobility and transportation at the border. The “Complementary Principles” are those principles or criteria that either support broader Community Plan goals or are desired goals of a mobility and transportation reconfiguration concept.

Table 9: San Ysidro POE Reconfiguration Mobility Study – Specific Study Goals

Goals/Objectives	City of San Diego	SANDAG	MTS	Caltrans	Private Operators*	GSA	Business	Community	Border Crossers (Commuters)*
	Resolve existing / projected conflicts & deficiencies	Minimize conflicts with transit	Minimize conflict with transit operations	Minimize vehicular conflicts	Minimize vehicular conflicts	Minimize interference with GSA plans	Increase public transit use	Increase public transit use	Minimize pedestrian conflicts
	Minimize pedestrian conflicts	Minimize pedestrian conflicts	Eliminate track crossings	Improve vehicular and pedestrian safety	Provide efficient & convenient vehicular access	Provide safe employee access to GSA facilities (parking + walking)	Maximize access to businesses	Create walkable / TOD area	Provide Fast and easy access to transit and other transportation services
	Improve traffic circulation	Increase public transit use	Resolve existing deficiencies	Balance multi-modal movements	Maximize customers / Customer access	Provide continuous pedestrian flow north of the border crossing	Maximize visibility	Improve connectivity between border & commercial businesses	Provide pedestrian linkages to community
	Improve pedestrian connectivity and access	Maintain / provide access to transit	Increase public transit use	Avoid impacts to freeway operations (I-5, I-805, SR-905)	Provide flexibility for expansion	Maintain existing GSA facilities concept	Promote redevelopment and business opportunities	Create <i>destination</i> place that is iconic	Accommodate border crossing demands
	Improve pedestrian circulation	Provide walkability / connectivity / access	Make public transit the first priority	Provide convenient freeway access to / from the community	Eliminate wildcatters	Ensure border security	Provide sufficient & convenient parking	Create a gateway / landmark ITC	Provide amenities and services
	Create a gateway / landmark ITC	Accommodate border crossing demands	Maintain / provide direct pedestrian access to transit (minimize distances)	Reduce traffic congestion			Minimize disruption during construction	Create a public plaza	
	Provide transportation choices in one location	Incorporate future expansion possibilities for all elements	Create functional circulation (including vertical circulation)	Provide adequate pick-up / drop-off sites			Minimize private property acquisition	Promote revitalization & economic development	
	Create new transportation and land use strategy to include in CPU	Maintain transit operational efficiency	Provide facilities to meet existing and future demand	Improve pedestrian circulation			Provide opportunities for public / private partnerships	Reconnect east and west sides of community	
	Community revitalization / economic development	Minimize operating costs	Accommodate future LRT frequency increases	Support economic development in surrounding community				Energize pedestrian areas	
	Integrate private investment into ITC	Create a gateway / landmark ITC	Maintain / improve transit operational efficiencies (including maintenance vehicle access)	Provide adequate private vehicle parking (GSA Phase 3)				Integrate GSA facilities & ITC into community	
	Create a phasable/constructable plan	Provide transportation choices in one location	Minimize capital & operating costs					Eliminate wildcatters	
	Create a feasible (cost) plan	Enhance commercial economic development	Avoid service disruption / Create a phasable plan					Provide opportunities for public / private partnerships	
	Provide opportunities for public / private partnerships	Create TOD							
		Create a phasable plan / Avoid service disruption							
		Minimize capital costs							
		Provide opportunities for public / private partnerships							
*Not Represented as Study Stakeholder on Project Working Group or Technical Working Group									
Guiding Principles									
Essential Principles									
1. Pink Resolve / Eliminate Deficiencies and Conflicts									
2. Lime Increase Public Transit Use / Give Transit Priority									
3. Butter Improve Traffic Circulation									
4. Gold Enhance Pedestrian Walkability, Connectivity and Access									
5. Lavendar Accommodate Demand and Future Expansion									
6. Green Maximize Operating Efficiencies / Minimize Operating Costs									
Complementary Principles									
7. Sky Create Gateway / Landmark									
8. Seafoam Promote Revitalization / Economic Development									
9. Salmon Create Concept that can be Phased to Minimizes Disruption									
10. Rust Minimize Relative Capital Cost									
11. Gray Eliminate Illegal Use of Facility									
12. Teal Provide Opportunities for Public / Private Partnerships									
13. Turquoise Independent Goals									

Table 10: San Ysidro POE Reconfiguration Mobility Study – Guiding Principles

Essential Principles	
1.	Resolve/Eliminate Deficiencies and Conflicts
2.	Increase Public Transit Use/Give Transit Priority
3.	Improve Traffic Circulation
4.	Enhance Pedestrian Walkability, Connectivity, and Access
5.	Accommodate Border Crossing Demand and Future GSA Facilities Expansion
6.	Maximize Operating Efficiencies/Minimize Operating Costs
Complementary Principles	
7.	Create a Gateway/Landmark at the Border
8.	Promote Community Revitalization and Economic Development
9.	Create a Concept that can be Phased to Minimize Disruption
10.	Minimize Relative Capital Cost
11.	Eliminate Illegal Use of Transportation Facilities
12.	Provide Opportunity for Public/Private Partnerships

4.4 OVERARCHING GOAL

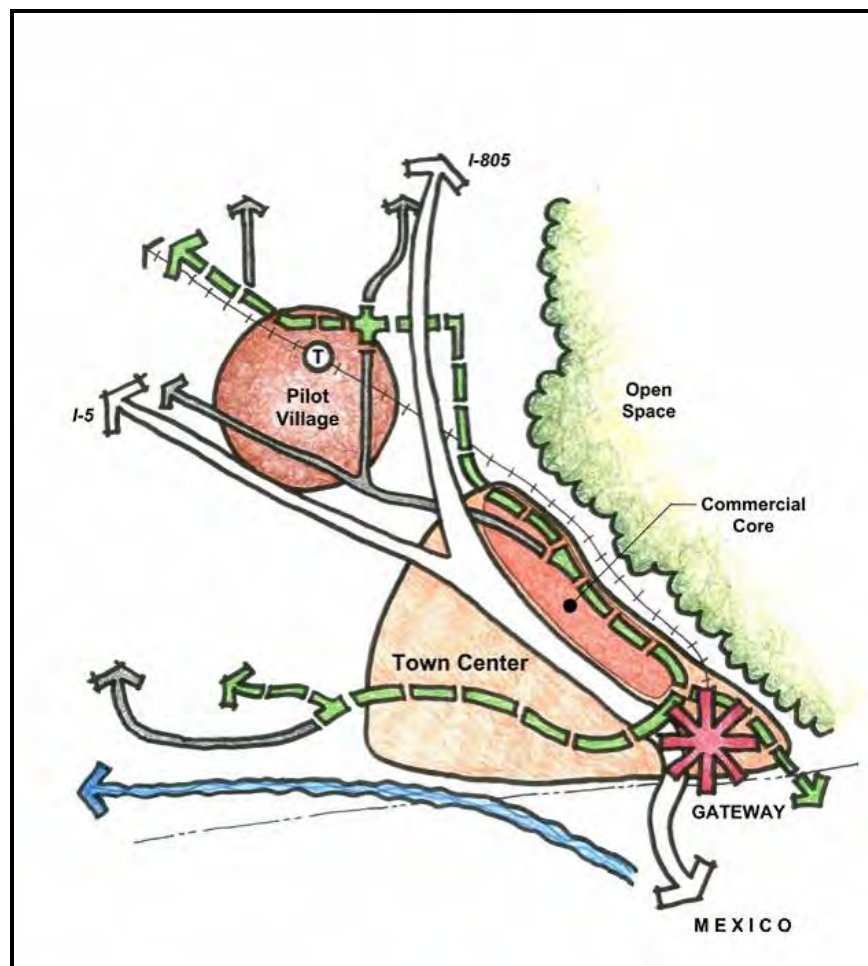
Community and stakeholder goals and guiding principles coalesced into an overarching goal for the reconfiguration study to consolidate transportation facilities and services at the border into an Intermodal Transportation Center (ITC) that combines elements of the Grand Central Station and International Gateway goals from the San Ysidro Community Plan. Reconfiguring the area into an ITC that provides sufficient physical facilities, efficient operations, and proximity to both the border and community for all modes of transportation serving the border was seen as a solution to resolving existing and future conflicts and deficiencies, and supporting community goals for an iconic gateway and economic catalyst. Since the majority of border transportation access (most significantly the San Diego Trolley), the first two phases of the GSA expansion plans, and the heaviest volume of pedestrian border crossings occur on the east side of I-5, development of POE reconfiguration concepts concentrated on the “focused study area” on the east side of I-5 between the border and Camino de la Plaza.

The guiding principles, particularly the Complementary Principles, highlight a strong objective among stakeholders to integrate the border area reconfiguration concept with the broader San Ysidro community. On a community-wide scale, goals and guiding principles indicate that stakeholders desire to create a border area that:

- Improves pedestrian and vehicular connections and mobility to, from, and within the community;
- Integrates border facilities and services into the larger community; and
- Creates a gateway to the community (and region) that provides a catalyst for community revitalization and economic development.

Reconfiguration of the border area to address existing conflicts and deficiencies would support the overarching goal to create a International Gateway and ITC. As discussed in Section 2.1.4 and shown in Figure 8, many of the existing conflicts and deficiencies at the border inhibit access to, and integration with, the community. As a result, it is difficult for the community to take full advantage of the economic potential generated by the high volumes of border crossings that could help achieve community development and revitalization goals. As illustrated in **Figure 12**, the existing San Ysidro commercial core is located north of Camino de la Plaza, and a planned City of San Diego Smart Growth Pilot Village area is located approximately two miles to the northwest of the San Ysidro POE. The community's current plans include development of a "green spine" concept that would provide a pedestrian-friendly link between the Pilot Village area and the San Ysidro POE, continuing across I-5 to the west. This green spine is intended to enhance connections among existing and planned activity centers in the community, and facilitate access between the community and the border. Reconfiguration of the border area to improve mobility, circulation, and access can support this community vision by providing an opportunity to enhance direct vehicular and pedestrian-friendly connections to the green spine, commercial core, and Pilot Village. In addition, transforming border transportation facilities into an efficient and welcoming gateway to the broader community (and region) can strengthen the synergistic relationship between the border and community and support broader community goals

FIGURE 12: SAN YSIDRO COMMUNITY VISION



Finally, reconfiguration of transportation facilities at the border would provide opportunities to create an architectural landmark that would further promote community revitalization and economic development goals. By incorporating bold or unique architectural features and designs, a San Ysidro POE ITC could be an internationally recognized symbol for the “bridge” to the San Ysidro community, San Diego region, California, and the United States. Examples of intermodal transportation centers that have incorporated landmark architectural treatments are shown in **Figure 13**.

FIGURE 13: LANDMARK INTERMODAL TRANSPORTATION CENTERS



5.0 SAN YSIDRO POE RECONFIGURATION MOBILITY CONCEPTS

Study mobility analyses were conducted for the Full Study Area which, as defined in Section 1.1 and shown in **Figure 14**, encompasses the area on both the east and west sides of I-5 that would be impacted by all three phases of the GSA POE expansion plans. However, the reconfiguration concept alternatives were developed primarily for the Focused Study Area on the east side of I-5 because of the following:

- San Ysidro Community Plan goals and objectives, and project stakeholder goals and guiding principles coalesced into an overarching goal to consolidate transportation facilities and services into an International Gateway and Intermodal Transportation Center (ITC) (see Section 4).
- The majority of border transportation access, particularly the San Diego Trolley, is currently located on the east side of I-5.
- Phases 1 and 2 of the GSA POE expansion plans are concentrated on the east side of I-5; Phase 3 (west side of I-5) is a longer-term project.
- The highest volumes of pedestrian border crossings occur on the east side of I-5, and are projected to continue to occur on the east side of I-5 after implementation of the three-phased GSA expansion plans.
- Reconfiguration of the east side of I-5 can act as a catalyst for addressing mobility and community goals both west and north of the Focused Study Area.

FIGURE 14: FULL AND FOCUSED STUDY AREAS



While the reconfiguration concepts focus on the creation of an ITC on the east side of I-5, ancillary facilities for the Full Study Area that would be required to accommodate an ITC and study area traffic, circulation, and access goals are included in the study recommendations. Initial study activities included development of concept schematics that incorporated the Full Study Area as shown in **Figure 15**. These initial schematics can be used to supplement the Focused Study Area reconfiguration concept recommendations, particularly as they relate to proposals for addressing border area parking needs.

FIGURE 15: INITIAL FULL STUDY AREA SCHEMATICS



5.1 FOCUSED STUDY AREA RECONFIGURATION CONCEPTS

Once the study focused on the east side of I-5, a variety of general concepts was crafted in an effort to address the stakeholder goals and guiding principles. These general concepts are included in **Appendix A**. Most did not satisfactorily address the essential principles, nor did they fully speak to the complementary principles. Some failed to effectively concentrate transportation facilities and services into a coordinated and convenient Intermodal Transportation Center. Others shifted the Trolley away from the pedestrian POE facilities. None

of them fully eliminated the conflicts inherent with mixing auto traffic and circulation with large volumes of pedestrians. Most did not improve and, in some cases, degraded public and private transit operational conflicts. And, finally, most struggled to create an integrated connection with the San Ysidro community.

In crafting these general concepts, it soon became apparent that there were four factors driving the development of the reconfiguration concepts. By focusing on these factors, reconfiguration concepts could be developed that allowed for an assessment of trade-offs in the evaluation of the concept alternatives.

5.1.1 Driving Factors for Concept Development

The four factors deemed to be driving the development of concepts for the Focused Study Area are:

- **Location of Trolley Platform.** Because the Trolley serves over 42 percent of pedestrian border crossers, requires over 360 feet of linear platform space (and connecting tracks to approach the platform), calls for close proximity to both the north- and southbound pedestrian border facilities, and would be the centerpiece of transportation modes in an ITC, its location on the site drives the options for the other transportation, pedestrian, and commercial components. The existing Trolley platform is located in the southern half of the Focused Study Area, close to the northbound pedestrian crossing outlet. There are three general options for the Trolley platform location in the Focused Study Area:
 - Retain the platform in its existing location
 - Relocate the platform to the east
 - Relocate the platform to the north
- **Type of Intermodal Transportation Center (ITC).** Another driving factor affecting the reconfiguration concept relates to availability of space for the physical, operational, and circulation needs of the ITC. An ITC is an assembly of transportation facilities and services coordinated and integrated by proximity and purpose, and including common customer information, facilities and amenities, and pedestrian connections and spaces. An ITC can incorporate multiple transportation modes in one large facility, or it can include several facilities in proximity to each other that operate in a cohesive, interrelated and comprehensive manner. As a result, two primary options for incorporation of an ITC in the Focused Study Area exist:
 - An at-grade ITC
 - A vertical ITC

An at-grade facility would need to accommodate all transportation, pedestrian, and commercial components and circulation requirements at ground level, limiting the options for the accommodating facility needs. A vertical ITC would increase available acreage for components and circulation by creating a multi-level ITC, which would house some activities and facilities on the ground level and others on one of more upper levels of an ITC structure. The additional space would expand facility design options. It is possible that a hybrid ITC option would be developed that includes both vertical and at-grade components.
- **Location of Freeway Ramps.** A third factor that significantly affects the reconfiguration concept is the location of the northbound I-5 on- and off-ramps. These ramps extend into the center of the site and their presence significantly impacts site design. In addition, as

discussed in Section 2.1.4, one of the primary conflict points on the site is the intersection of the ramps with East San Ysidro Boulevard and Rail Court. Relocation of these ramps would dramatically change options for the reconfiguration concept. The driving factor is whether the:

- Northbound I-5 ramps remain in their existing location
- Northbound I-5 ramps relocate to the Camino de la Plaza bridge
- **Access to ITC.** The final driving factor affecting the reconfiguration concept relates to how public and private buses would access the ITC. Bus access routes to an ITC will affect how pedestrian and other vehicular circulation occurs on and near the site, and how well the site concept minimizes circulation conflicts. Access routes also impact bus operating efficiencies. In general, there are two options for bus access to and from the site and an ITC:
 - Bus access from the East San Ysidro Boulevard/Camino de la Plaza intersection
 - Bus access off East Beyer Boulevard via a new site access point
 - A third option would be access using the northbound I-5 freeway ramps, but this option has limited feasibility for bus routes that don't use the freeway.

5.1.2 Reconfiguration Concepts

Taking into account the driving factors for the reconfiguration concept, the TWG identified seven driving factor permutations as the basis for the concept alternatives. As shown in **Table 11**, alternatives include various combinations of Trolley platform locations, at-grade and vertical ITC facilities, freeway ramp locations, and bus access. In developing concept alternatives, it became apparent that the most significant driving factor was the location of the freeway ramps. As a result, the concepts were divided into two categories – those that relocated the freeway ramps (new ramps or “NR”) and those that retained the freeway ramps in their existing location (existing ramps or “ER”).

Table 11: Summary of Key Features for ITC Alternatives

Alternative	Location of Trolley Platform ^(a)			Type of ITC ^(b)		Freeway Ramps Location ^(c)		Access to ITC ^(d)	
	Existing	East	North	At-Grade	Vertical	Existing	New	Beyer Blvd	San Ysidro Blvd
NR-A		◆			◆		◆	◆	
NR-B		◆			◆		◆		◆
NR-C		◆		◆			◆		◆
NR-D	◆				◆		◆	◆	
NR-E			◆		◆		◆		◆
ER-A		◆			◆	◆			◆
ER-B	◆				◆	◆		◆	
Notes: NR = New freeway ramp location ER = Existing freeway ramp location ◆ Indicates feature included in alternative (a) The three options for the location of the Trolley platform include the existing location, moving the platform to the east, or moving the platform to the north. (b) The two options include an all at-grade ITC or a vertical ITC. (c) The two options include the existing I-5 NB Ramps location or a new ramp to/from Camino de la Plaza. (d) The two options for bus access to the ITC include access from Beyer Boulevard or from the East San Ysidro Boulevard/Camino del la Plaza intersection.									

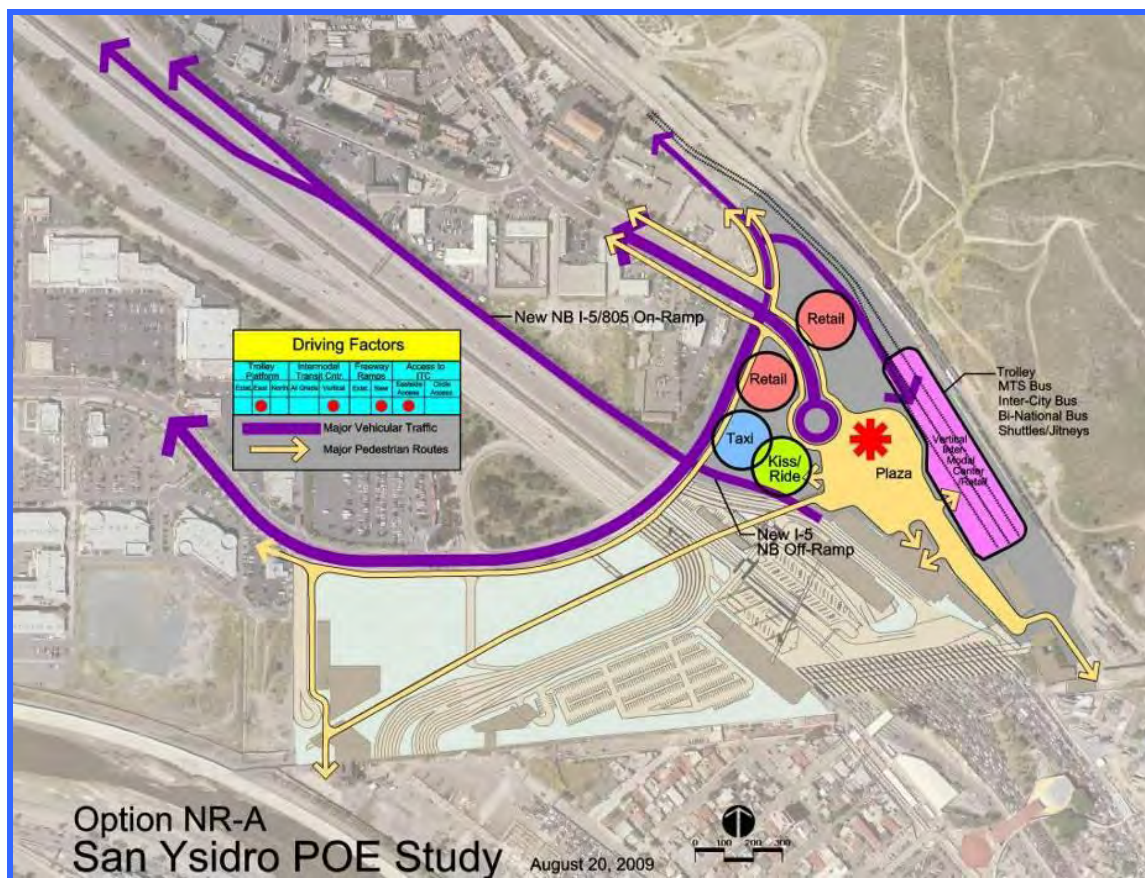
Development of the concept alternatives focused on general location, relative size, and inter-relationships of the ITC and other site features rather than specific site designs. This more abstract approach allowed for an evaluation of the options presented by the driving factors relative to the guiding principles and evaluation criteria discussed in Section 4, and a narrowing of concept alternatives for further consideration. More detailed conceptual design has been performed on the preferred alternative and is discussed in detail in Section 6.

5.1.2.1 New Ramps-A (NR-A) Concept

The NR-A concept (**Figure 16**) addresses the driving factors in the following ways:

- Relocates the Trolley platform to the east
- Includes a vertical ITC
- Relocates the I-5 northbound ramps to/from the Camino de la Plaza bridge
- Accesses the ITC from East Beyer Boulevard

FIGURE 16: NR-A CONCEPT



By shifting the Trolley platform to the eastern edge of the site, relocating the freeway ramps to connect with the Camino de la Plaza bridge, and placing local and intercity bus facilities above the Trolley platform, a large space in the middle of the site becomes available for a pedestrian plaza, and taxi, jitney, and kiss-and-ride facilities. The approaching Trolley tracks would also shift to the east providing room for a bus access ramp to the second level bus platform from East Beyer Boulevard. This configuration shifts the entrance to the ITC to East San Ysidro Boulevard at Camino de la Plaza. The new entrance leads to the internal access roadway and cul-de-sac “circle” for taxi, jitney, and kiss-and-ride access and facilities. This internal roadway is lined by a pedestrian pathway connecting the pedestrian plaza to the entrance intersection. Small-scale retail and commercial uses would be provided for on the site.

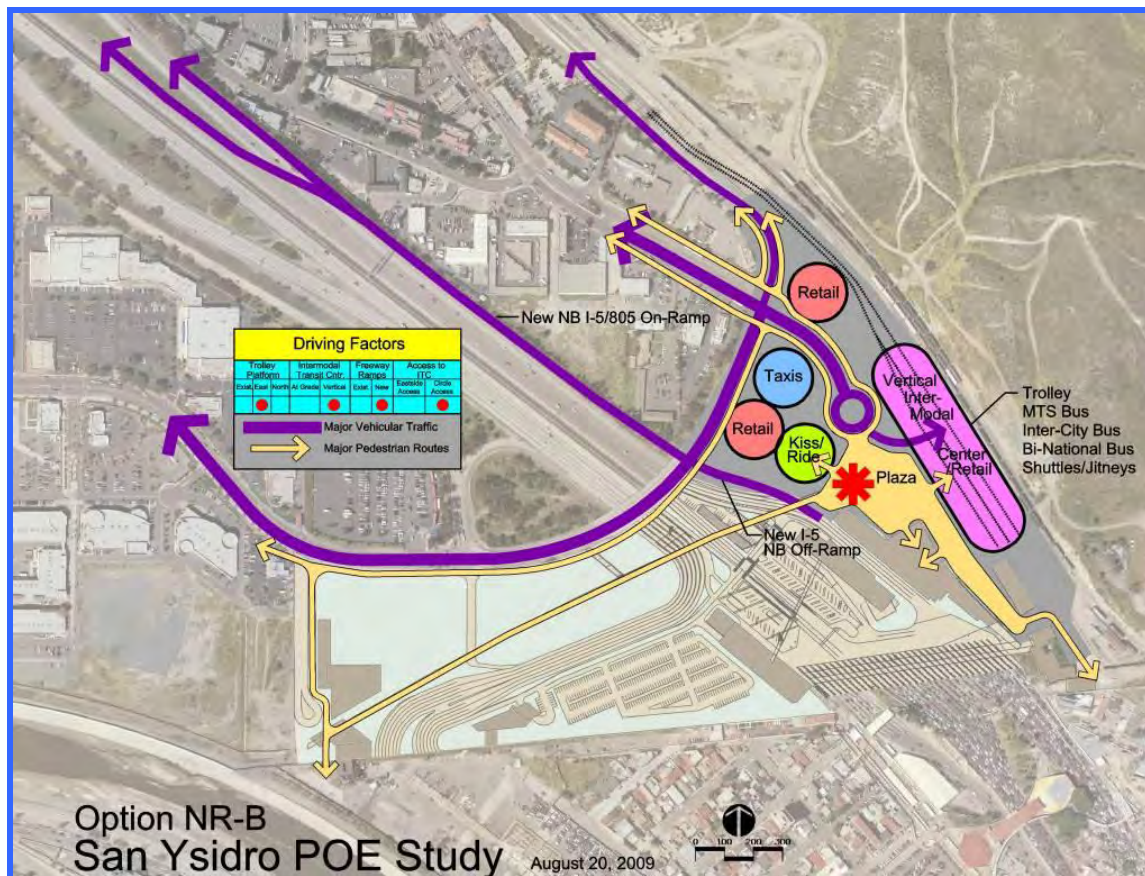
5.1.2.2 New Ramps-B (NR-B) Concept

The NR-B concept (**Figure 17**) addresses the driving factors in the following ways:

- Relocates the Trolley platform to the east
- Includes a vertical ITC
- Relocates the I-5 northbound Ramps to/from the Camino de la Plaza bridge
- Accesses the ITC from East San Ysidro Boulevard and the internal ITC circle

This concept includes the same features as Concept NR-A, except that local and intercity buses would access the second level bus platform via the East San Ysidro Boulevard/Camino de la Plaza intersection and through the taxi, jitney, kiss-and-ride internal road and circle. Because the buses need to reach the second story level, the bus access ramp would begin its ascent from the circle, encroaching on the pedestrian plaza, and possibly requiring a larger circle. Small-scale retail and commercial uses would be provided for on the site.

FIGURE 17: NR-B CONCEPT



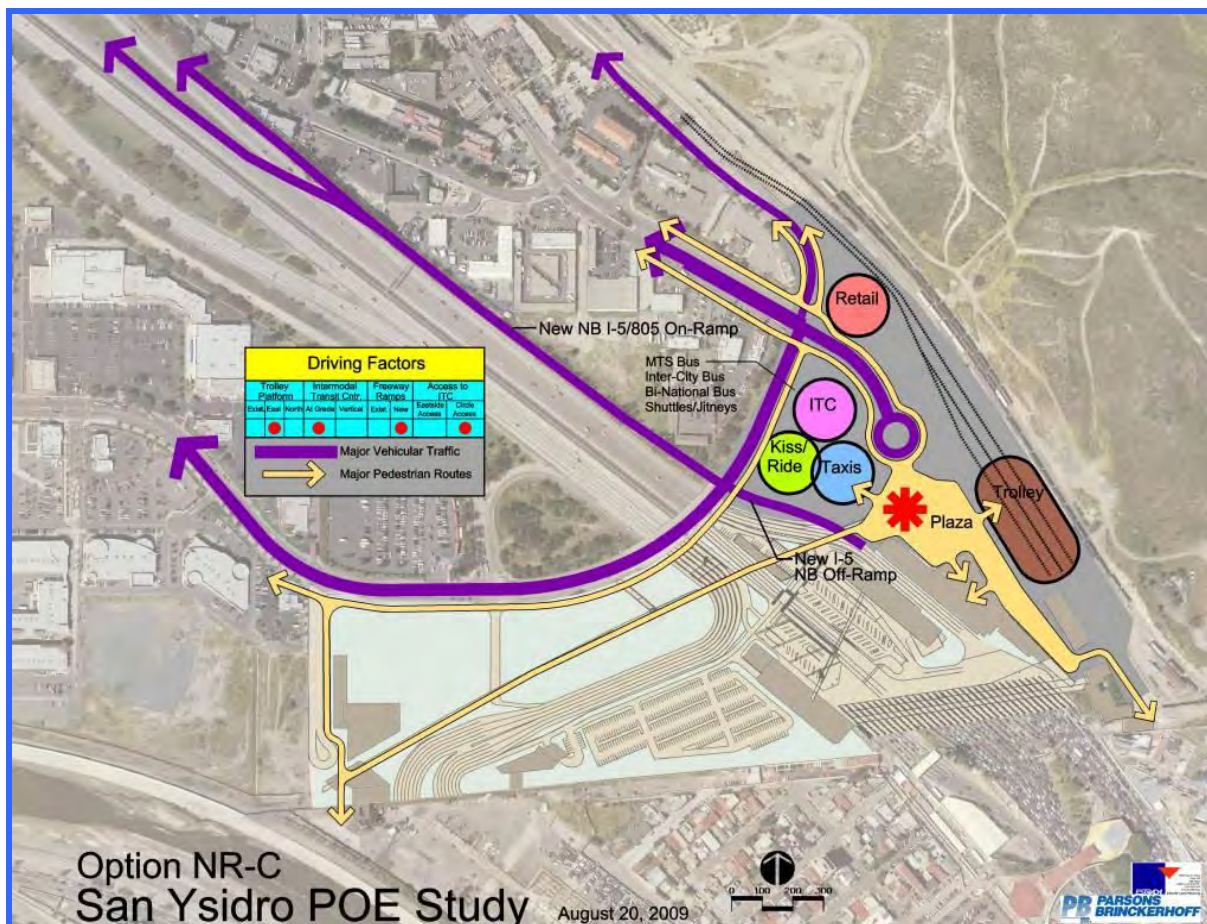
5.1.2.3 New Ramps-C (NR-C) Concept

The NR-C concept (**Figure 18**) addresses the driving factors in the following ways:

- Relocates the Trolley platform to the east
- Provides an at-grade ITC
- Relocates the I-5 northbound ramps to/from the Camino de la Plaza bridge
- Accesses the ITC from East San Ysidro Boulevard and the internal ITC circle road

This concept also shifts the Trolley tracks and platform to the east and relocates the freeway ramps to the Camino de la Plaza bridge, providing for a pedestrian plaza near the GSA pedestrian bridge outlet. The difference from the previous concepts is that all rail, bus, and other transportation facilities are at-grade. The bus platforms would be accessed from the East San Ysidro Boulevard/Camino de la Plaza intersection and internal circle road, sharing the access and space with taxis, jitneys, and shuttles in a manner similar to the existing transit center. Since the relocated freeway ramps allow for a larger contiguous site than the current transit center site, these shared facilities could be larger than the existing facilities but would also be farther from the Trolley platform. Small-scale retail and commercial uses would be provided for on the site.

FIGURE 18: NR-C CONCEPT



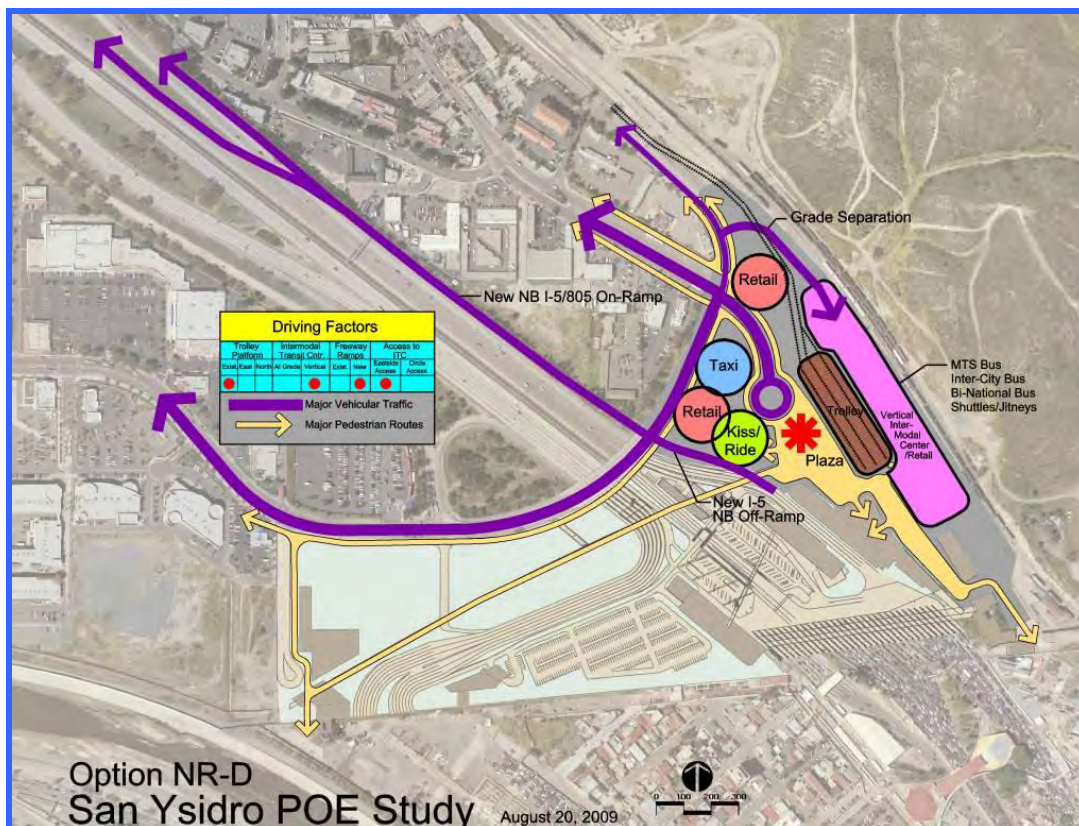
5.1.2.4 New Ramps-D (NR-D) Concept

The NR-D concept (**Figure 19**) addresses the driving factors in the following ways:

- Retains the Trolley platform in its existing location
- Provides a vertical ITC
- Relocates the I-5 northbound ramps to/from the Camino de la Plaza bridge
- Accesses the ITC from East Beyer Boulevard

This concept retains the Trolley platform (and approaching tracks) in its existing location close to the GSA northbound pedestrian crossing bridge outlet. The two-level local and intercity bus facility would be east of and adjacent to the Trolley platforms. The facility would house ticketing and retail facilities on the ground level and additional bus platforms on the second level. Access ramps to the bus facility second level would be from East Beyer Boulevard and would require grade separation from the Trolley tracks. Since the freeway ramps would be relocated, the pedestrian plaza would expand into the available space and be larger than the existing transit center pedestrian area, but not as large as in concepts NR-A, NR-B, and NR-C, in which the Trolley platform also shifts to the east. Taxi, jitney, shuttle, and kiss-and-ride facilities are provided along the internal circle road accessed from the East San Ysidro Boulevard/Camino de la Plaza intersection. Pedestrian pathways would line the circle road to connect the pedestrian plaza to the entrance intersection and community. Small-scale retail and commercial uses would be provided for on the site.

FIGURE 19: NR-D CONCEPT



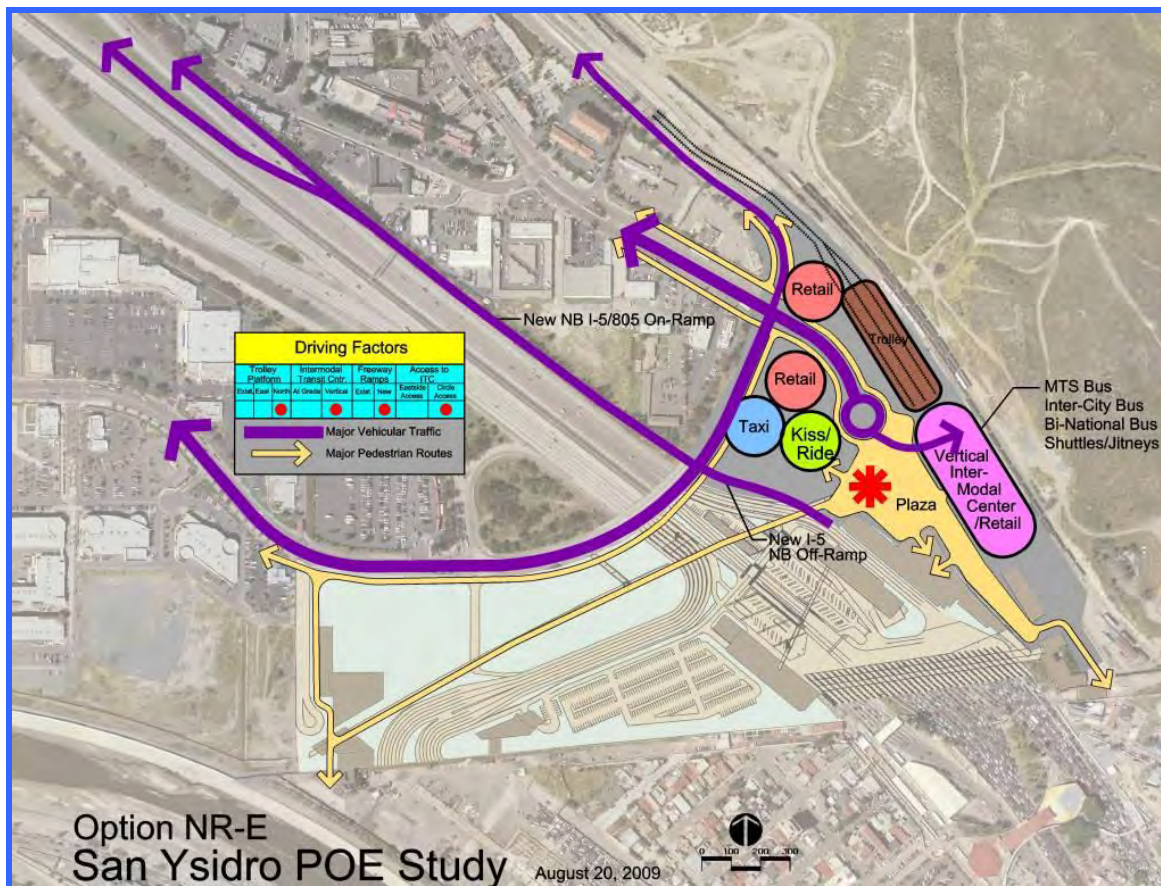
5.1.2.5 New Ramps-E (NR-E) Concept

The NR-E concept (**Figure 20**) addresses the driving factors in the following ways:

- Relocates the Trolley platform to the north
- Provides a vertical ITC
- Relocates the I-5 northbound ramps to/from the Camino de la Plaza bridge
- Accesses the ITC from East San Ysidro Boulevard and the internal ITC circle road

This concept relocates the Trolley platform to the north, closer to the community and further from the north- and southbound pedestrian border crossings. A two-level local and intercity bus facility would be located immediately south of the Trolley platforms. The facility would house ticketing and retail facilities on the ground level and additional bus platforms on the second level. Access ramps to the bus facility second level would be from the internal circle road and would need to begin its ascent at the circle, encroaching on the pedestrian plaza and possibly requiring a larger circle. Since the freeway ramps would be relocated, the pedestrian plaza would expand into the available space and be larger than the existing transit center pedestrian area. Taxi, jitney, shuttle, and kiss-and-ride facilities are provided along the internal circle road accessed from the East San Ysidro Boulevard/Camino de la Plaza intersection. Small-scale retail and commercial uses would be provided for on the site.

FIGURE 20: NR-E CONCEPT



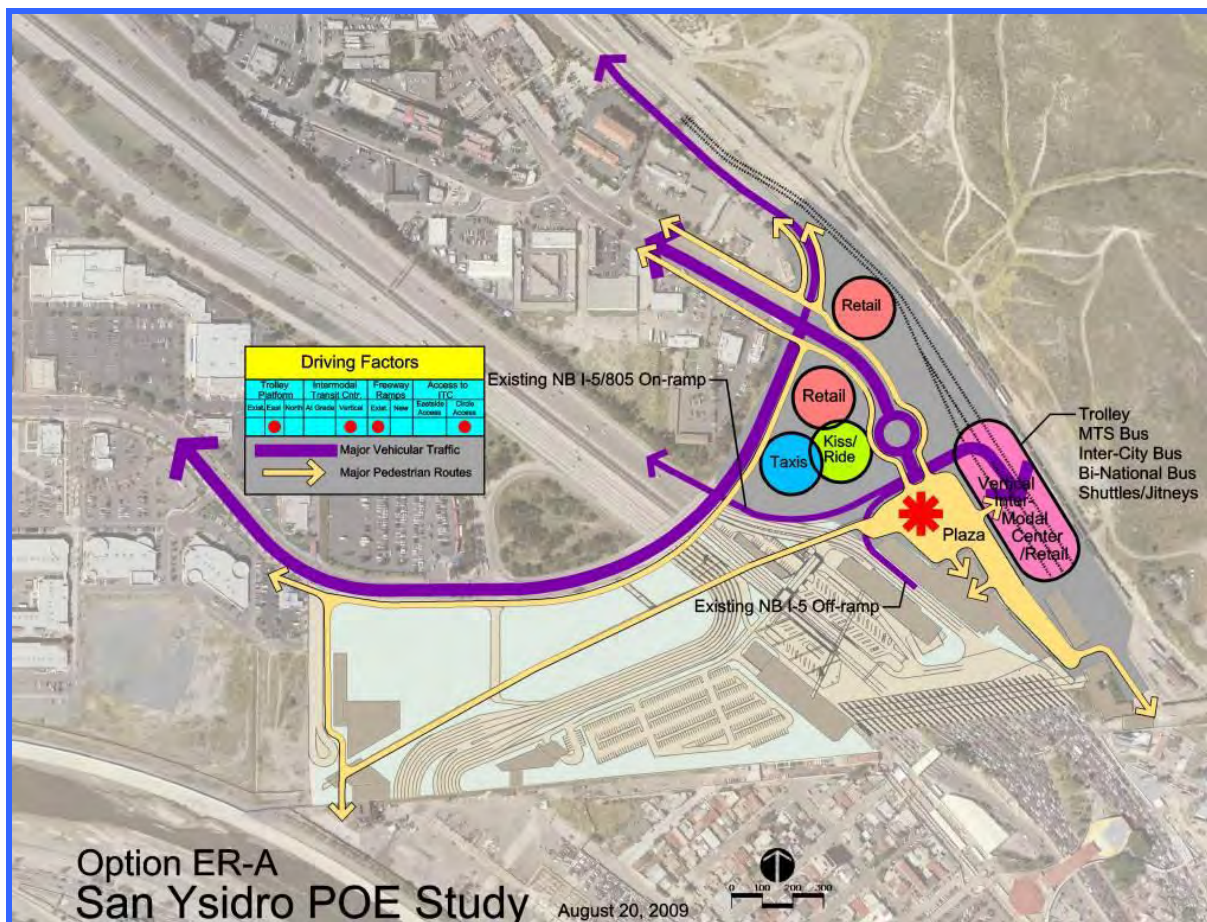
5.1.2.6 Existing Ramps-A (ER-A) Concept

The ER-A concept (**Figure 21**) addresses the driving factors in the following ways:

- Relocates the Trolley platform to the east
- Provides a vertical ITC
- Retains the I-5 northbound ramps in their existing location
- Accesses the ITC from Rail Court via the East San Ysidro Boulevard/I-5 Ramp/Rail Court intersection

This concept assumes that the freeway ramps cannot or will not be relocated and will continue to penetrate the middle of the site. East San Ysidro Boulevard would connect into the ramps to provide access. The Trolley platform (and approaching tracks) would be relocated to the east, and local and intercity bus facilities would be located above the Trolley platform providing for a larger pedestrian plaza area than exists today. Access ramps to the second-level bus facility would be through the intersection of East San Ysidro Boulevard and the freeway ramps. The taxi, jitney, shuttle, and kiss-and-ride facilities would be located in the northwest quadrant of the intersection, separated from the transit facilities by the street and freeway ramps. Small-scale retail and commercial uses would be provided for on the site.

FIGURE 21: ER-A CONCEPT



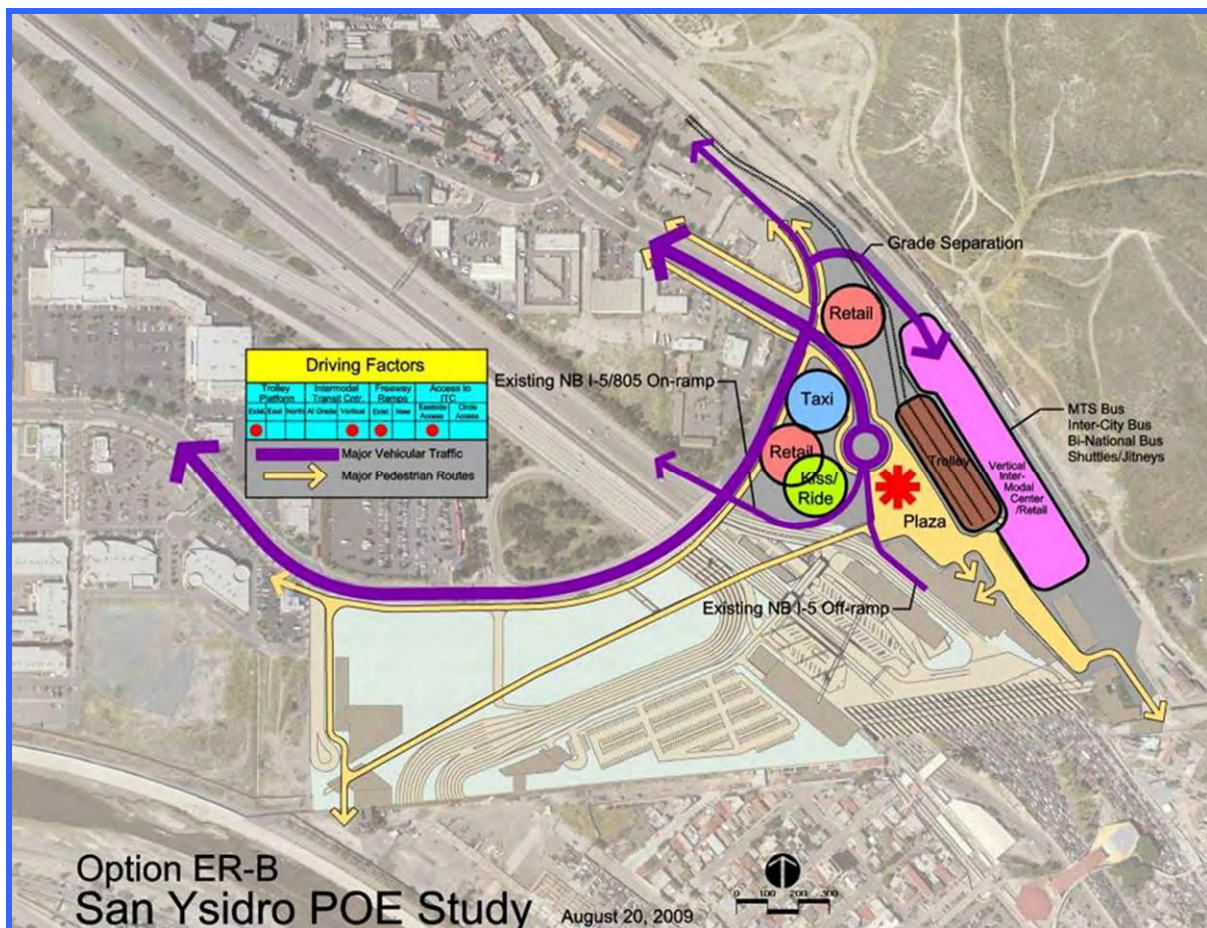
5.1.2.7 Existing Ramps-B (ER-B) Concept

The ER-B concept (**Figure 22**) addresses the driving factors in the following ways:

- Retains the Trolley platform in its existing location
- Provides a vertical ITC
- Retains the I-5 northbound ramps in their existing location
- Accesses the ITC from East Beyer Boulevard

This concept assumes that the freeway ramps cannot or will not be relocated and will continue to penetrate the site, but will be modified slightly. East San Ysidro Boulevard would connect into the ramps to provide access. It also assumes that the Trolley platform (and approaching tracks) will remain in their existing locations. A two-level local and intercity bus facility would be located east of the Trolley platforms. The facility would house ticketing and retail facilities on the ground level and additional bus platforms on the second level. Access ramps to the bus facility second level would be from East Beyer Boulevard, and would require grade separation from the Trolley tracks. The taxi, jitney, shuttle, and kiss-and-ride facilities would be located in the northwest quadrant of the intersection, separated from the transit facilities by the street and freeway ramps. Small-scale retail and commercial uses would be provided for on the site.

FIGURE 22: ER-B CONCEPT



5.2 RECONFIGURATION CONCEPTS COMPARATIVE EVALUATION

A comparative evaluation of the seven reconfiguration concept alternatives discussed in Section 5.1.2 was conducted using the principles (criteria) defined in Section 4.2 and listed in [Table 10](#). Each reconfiguration concept was assigned a relative rating (as compared to other alternatives) for each principle using a rating scale from “1” to “5,” in which “1” is worst and “5” is best. Scores were subtotaled separately for the essential principles and complementary principles to allow an assessment of how well each concept alternative fared within the essential and complementary categories relative to the other alternatives. Total scores for all essential and complementary principles provide the comprehensive comparative evaluation results. For both subtotals and totals, a higher score indicates that the concept alternative better addresses the project principles. [Table 12](#) summarizes the comparative evaluation results. Reconfiguration concepts NR-A and NR-D ranked highest by a significant margin.

5.2.1 Comparative Evaluation Summary

The following section discusses the characteristics of each concept alternative that provided the basis for the relative ratings and comparative evaluation results. The discussion highlights benefits and issues for each alternative relative to the existing condition and considers the existing condition conflicts and deficiencies identified in Section 2.1.4.

5.2.1.1 New Ramps-A (NR-A) Concept

Benefits

- Eliminates vehicular conflicts at East San Ysidro Boulevard/I-5 Northbound Ramps/Rail Court by relocating freeway ramps and eliminating the intersection
- Gives transit priority access to/from the ITC
- Shifts local and intercity bus access to and from ITC away from major intersections
- Improves intercity bus circulation
- Eliminates street and driveway at-grade vehicular crossings of Trolley tracks by shifting tracks to the east
- Enhances general traffic circulation
- Retains Trolley platforms in close proximity to pedestrian border crossing ingress/egress
- Consolidates Trolley, local bus, and intercity bus facilities and services
- Vertical ITC provides an opportunity to create an architectural landmark
- Separates taxi, jitney, shuttle, and kiss-and-ride circulation and access from conflicts with bus circulation and access
- Provides a more direct northbound freeway access to and from the community core and planned Pilot Village
- Creates an “entry” intersection to the community at East San Ysidro Boulevard and Camino de la Plaza for travelers from the border and the freeway
- Provides a large pedestrian plaza in the center of the ITC with direct access to the new GSA-planned southbound crossing pedestrian bridge over the freeway
- Eliminates pedestrian crossings of Trolley tracks

Table 12: San Ysidro POE Reconfiguration Mobility Study – Summary of Concept Alternatives Comparative Evaluation

Concept Description		New Ramps				Existing Ramps		
		Trolley East		Existing Trolley	Trolley North	Trolley East	Existing Trolley	
Principles		Vertical	At-Grade	Vertical		Vertical		
		Eastside ITC Access	Circle ITC Access	Eastside ITC Access	Circle ITC Access	Circle ITC Access	Eastside ITC Access	
Concept		NR-A	NR-B	NR-C	NR-D	NR-E	ER-A	ER-B
Essential Principles								
Pink	Resolve/Eliminate Deficiencies and Conflicts	5	2	2	5	2	1	2
Lime	Increase Public Transit Use / Give Transit Priority	4	4	3	5	1	3	5
Butter	Improve Traffic Circulation	5	3	3	5	3	1	2
Gold	Enhance Pedestrian Walkability, Connectivity, Access	5	2	5	5	1	1	1
Lavendar	Accommodate Demand and Future Expansion	4	3	1	5	3	2	3
Green	Maximize Operating Efficiencies / Minimize Operating Cost	2	2	3	2	2	1	2
Subtotal		25	16	17	27	12	9	15
Complementary Principles								
Sky	Create a Gateway/Landmark	4	2	1	5	2	1	4
Seafoam	Promote Revitalization/Economic Development	3	2	1	3	2	1	2
Salmon	Create Phasable Plan that Minimizes Disruption	3	2	3	4	2	2	3
Rust	Minimize Capital Costs	3	3	5	3	2	2	3
Teal	Provide Opportunities for Public / Private Partnerships	3	3	2	3	3	3	3
Gray	Eliminate Illegal Use of Facility	NA	NA	NA	NA	NA	NA	NA
Turquoise	Specific Independent Goals	NA	NA	NA	NA	NA	NA	NA
Subtotal		16	12	12	18	11	9	15
TOTAL		41	28	29	45	23	18	30

Relative Ranking

5

Best

4

3

2

1

Worst

↑

↓

Color coding relates to the Guiding Principles discussed in Section 4.3 and Table 9.

- Creates a pedestrian promenade and view corridor between the ITC plaza and Camino de la Plaza, improving access for border crossers to/from the community
- Creates opportunities to incorporate small-scale retail and commercial activities into the site
- Provides opportunities for public/private partnerships and/or joint development with retail/commercial developers and/or intercity bus carriers

Issues

- Slightly increases bus travel distance from Camino de la Plaza to the bus facilities, increasing travel time and operating costs
- Requires widening the Camino de la Plaza bridge to incorporate left-turn pockets to accommodate northbound freeway ramp traffic
- Eliminates private commercial parking lots on the site
- Requires acquisition and/or relocation of private property and businesses on the site
- Results potentially in relatively higher capital costs due to incorporation of a vertical facility and relocation of freeway ramps

5.2.1.2 New Ramps-B (NR-B) Concept

Benefits

- Eliminates vehicular conflicts at East San Ysidro Boulevard/I-5 Northbound Ramps/Rail Court by relocating freeway ramps and eliminating the intersection
- Eliminates street and driveway at-grade vehicular crossings of Trolley tracks by shifting tracks to the east
- Enhances general traffic circulation
- Improves intercity bus circulation
- Retains Trolley platforms in close proximity to pedestrian border crossing ingress/egress
- Consolidates Trolley, local bus, and intercity bus facilities and services
- Vertical ITC provides an opportunity to create an architectural landmark
- Provides a more direct northbound freeway access to and from the community core and planned Pilot Village
- Creates an “entry” intersection to the community at East San Ysidro Boulevard and Camino de la Plaza for travelers from the border and the freeway
- Provides a large pedestrian plaza in the center of the ITC with direct access to the new GSA-planned southbound pedestrian bridge over the freeway
- Eliminates pedestrian crossings of Trolley tracks
- Creates opportunities to incorporate small-scale retail and commercial activities into the site
- Provides opportunities for public/private partnerships and/or joint development with retail/commercial developers and/or intercity bus carriers

Issues

- Slightly increases bus travel distance from Camino de la Plaza to the bus facilities, increasing travel time and operating costs
- Mixes local and intercity bus access to/from ITC with taxis, jitneys, shuttles, and kiss-and-ride access
- Requires local and intercity buses to cross pedestrian walkway between the plaza and East San Ysidro Boulevard/Camino de la Plaza intersection, creating conflicts with pedestrians and inhibiting pedestrian access to the community
- Requires ascending ramp from “circle” access to second level of ITC, creating a physical intrusion and visual barrier between the plaza and community
- Requires widening the Camino de la Plaza bridge to incorporate left-turn pockets to accommodate northbound freeway ramp traffic
- Eliminates private commercial parking lots on the site
- Requires acquisition and/or relocation of private property and businesses on the site
- Results potentially in relatively higher capital costs due to incorporation of a vertical facility and relocation of freeway ramps

5.2.1.3 New Ramps-C (NR-C) Concept

Benefits

- Eliminates vehicular conflicts at East San Ysidro Boulevard/I-5 Northbound Ramps/Rail Court by relocating freeway ramps and eliminating the intersection
- Eliminates street and driveway at-grade vehicular crossings of Trolley tracks by shifting tracks to the east
- Enhances general traffic circulation
- Retains Trolley platforms in close proximity to pedestrian border crossing ingress/egress
- Slightly reduces bus route distance to bus facilities, decreasing travel time and operating cost
- Provides a more direct northbound freeway access to and from the community core and planned Pilot Village
- Creates an “entry” intersection to the community at East San Ysidro Boulevard and Camino de la Plaza for travelers from the border and the freeway
- Provides a large pedestrian plaza in the center of the ITC with direct access to the new GSA-planned southbound pedestrian bridge over the freeway
- Eliminates pedestrian crossings of Trolley tracks
- Provides a potentially relatively lower cost alternative because all facilities are at-grade

Issues

- Separates Trolley, local bus, and intercity bus facilities and services
- Increases distance from pedestrian border crossing ingress/egress to local and intercity bus facilities

- Minimizes opportunities for public/private partnerships and/or joint development with retail/commercial developers and/or intercity bus carriers without vertical ITC facility and because more land is required for transportation facilities
- Mixes local and intercity bus access with taxis, jitneys, shuttles, and kiss-and-ride access
- Requires local and intercity buses to cross pedestrian walkway to access bus facilities, creating conflicts with pedestrians and inhibiting pedestrian access to the community
- Requires widening the Camino de la Plaza bridge to incorporate left-turn pockets to accommodate northbound freeway ramp traffic
- Eliminates private commercial parking lots on the site
- Requires acquisition and/or relocation of private property and businesses on the site
- Makes it more challenging to create an architectural landmark or gateway without consolidated vertical facilities

5.2.1.4 New Ramps-D (NR-D) Concept

Benefits

- Eliminates vehicular conflicts at East San Ysidro Boulevard/I-5 Northbound Ramps/Rail Court by relocating freeway ramps and eliminating the intersection
- Gives transit priority access to/from the ITC
- Shifts local and intercity bus access to/from ITC away from major intersections
- Improves intercity bus circulation
- Eliminates street and driveway at-grade vehicular crossings of Trolley tracks by realigning tracks and access road
- Enhances general traffic circulation
- Retains Trolley platforms in close proximity to pedestrian border crossing ingress/egress
- Retains Trolley platforms in existing location, which reduces need to completely rebuild station
- Consolidates Trolley, local bus, and intercity bus facilities and services
- Vertical ITC provides an opportunity to create an architectural landmark
- Separates taxi, jitney, shuttle, and kiss-and-ride circulation and access from conflicts with bus circulation and access
- Provides a more direct northbound freeway access to and from the community core and planned Pilot Village
- Creates an “entry” intersection to the community at East San Ysidro Boulevard and Camino de la Plaza for travelers from the border and the freeway
- Provides a pedestrian plaza in the center of the ITC with direct access to the new GSA-planned southbound pedestrian bridge over the freeway
- Eliminates pedestrian crossings of Trolley tracks

- Creates a pedestrian promenade between the ITC plaza and Camino de la Plaza, improving access for border crossers to/from the community
- Creates opportunities to incorporate small-scale retail and commercial activities into the site
- Provides opportunities for public/private partnerships and/or joint development with retail/commercial developers and/or intercity bus carriers

Issues

- Slightly increases bus travel distance from Camino de la Plaza to the bus facilities, increasing travel time and operating costs
- Requires ITC bus access ramp to be grade-separated over Trolley tracks
- Requires widening the Camino de la Plaza bridge to incorporate left-turn pockets to accommodate northbound freeway ramp traffic
- Eliminates private commercial parking lots on the site
- Requires acquisition and/or relocation of private property and businesses on the site
- Results potentially in relatively higher capital costs due to incorporation of a vertical facility and relocation of freeway ramps

5.2.1.5 New Ramps-E (NR-E) Concept

Benefits

- Eliminates vehicular conflicts at East San Ysidro Boulevard/I-5 Northbound Ramps/Rail Court by relocating freeway ramps and eliminating the intersection
- Eliminates street and driveway at-grade vehicular crossings of Trolley tracks by shifting tracks to the east
- Enhances general traffic circulation
- Improves intercity bus circulation
- Vertical ITC provides an opportunity to create an architectural landmark
- Provides a more direct northbound freeway access to and from the community core and planned Pilot Village
- Creates an “entry” intersection to the community at East San Ysidro Boulevard and Camino de la Plaza for travelers from the border and the freeway
- Provides a large pedestrian plaza in the center of the ITC with direct access to the new GSA-planned southbound pedestrian bridge over the freeway
- Eliminates pedestrian crossings of Trolley tracks
- Creates opportunities to incorporate small-scale retail and commercial activities into the site
- Provides opportunities for public/private partnerships and/or joint development with retail/commercial developers and/or intercity bus carriers

Issues

- Shifts Trolley platforms farther from pedestrian border crossing ingress/egress
- Separates Trolley, local bus, and intercity bus facilities and services

- Slightly increases bus travel distance from Camino de la Plaza to the bus facilities, increasing travel time and operating costs
- Mixes local and intercity bus access to/from ITC with taxis, jitneys, shuttles, and kiss-and-ride access
- Requires local and intercity buses to cross pedestrian walkway between the plaza and East San Ysidro Boulevard/Camino de la Plaza intersection, creating conflicts with pedestrians and inhibiting pedestrian access to the community
- Requires ascending ramp from “circle” access to second level of ITC, creating a physical intrusion and visual barrier between the plaza and Trolley station, and between the plaza and community
- Requires widening the Camino de la Plaza bridge to incorporate left-turn pockets to accommodate northbound freeway ramp traffic
- Eliminates private commercial parking lots on the site
- Requires acquisition and/or relocation of private property and businesses on the site
- Results potentially in relatively higher capital costs due to incorporation of a vertical facility and relocation of freeway ramps

5.2.1.6 Existing Ramps-A (ER-A) Concept

Benefits

- Retains Trolley platforms in close proximity to pedestrian border crossing ingress/egress
- Eliminates street and driveway at-grade vehicular crossings of Trolley tracks by realigning tracks and access road
- Consolidates Trolley, local bus, and intercity bus facilities and services
- Vertical ITC provides an opportunity to create an architectural landmark
- Separates taxi, jitney, shuttle, and kiss-and-ride circulation and access from conflicts with bus circulation and access
- Provides a pedestrian plaza in the center of the ITC with direct access to the new GSA-planned southbound pedestrian bridge over the freeway
- Eliminates pedestrian crossings of Trolley tracks
- Creates opportunities to incorporate small-scale retail and commercial activities into the site
- Provides opportunities for public/private partnerships and/or joint development with retail/commercial developers and/or intercity bus carriers

Issues

- Continues conflicts at East San Ysidro Boulevard/I-5 northbound freeway ramp intersection with autos, buses, and pedestrians
- Mixes local and intercity bus access to/from ITC with taxis, jitneys, shuttles, and kiss-and-ride access
- Creates a barrier between taxi, jitney, shuttle, kiss-and-ride facilities and pedestrian border crossers by requiring access across the freeway ramps and/or ITC bus access ramp

- Creates a freeway ramp/bus ramp pedestrian barrier between the plaza and community
- Slightly increases bus travel distance from Camino de la Plaza to the bus facilities, increasing travel time and operating costs
- Requires ascending ramp from East San Ysidro Boulevard “circle” area to second level of ITC, creating a physical intrusion and visual barrier between the plaza and community, and possibly conflicts with freeway ramps
- Requires all freeway ramp traffic to circulate through the site to get to/from the community
- Eliminates private commercial parking lots on the site
- Requires acquisition and/or relocation of private property and businesses on the site
- Results potentially in relatively higher capital costs due to incorporation of a vertical facility and relocation of freeway ramps

5.2.1.7 Existing Ramps-B (ER-B) Concept

Benefits

- Retains Trolley platforms in close proximity to pedestrian border crossing ingress/egress
- Eliminates street and driveway at-grade vehicular crossings of Trolley tracks by realigning tracks and East San Ysidro Boulevard
- Retains Trolley platforms in close proximity to pedestrian border crossing ingress/egress
- Consolidates Trolley, local bus, and intercity bus facilities and services
- Gives transit priority access to/from the ITC
- Shifts local and intercity bus access to/from ITC away from major intersections
- Improves intercity bus circulation
- Retains Trolley platforms in existing location which reduces need to completely rebuild station
- Separates taxi, jitney, shuttle, and kiss-and-ride circulation and access from conflicts with bus circulation and access
- Vertical ITC provides an opportunity to create an architectural landmark
- Provides a pedestrian plaza in the center of the ITC with direct access to the new GSA-planned southbound pedestrian bridge over the freeway
- Eliminates pedestrian crossings of Trolley tracks
- Creates opportunities to incorporate small-scale retail and commercial activities into the site
- Provides opportunities for public/private partnerships and/or joint development with retail/commercial developers and/or intercity bus carriers

Issues

- Continues conflicts at East San Ysidro Boulevard/I-5 northbound freeway ramp intersection with autos, buses, and pedestrians
- Mixes local and intercity bus access to/from ITC with taxis, jitneys, shuttles, and kiss-and-ride access

- Creates a barrier between taxi, jitney, shuttle, kiss-and-ride facilities and pedestrian border crossers by requiring access across the freeway ramps and/or ITC bus access ramp
- Creates a freeway ramp/bus ramp pedestrian barrier between the plaza and community
- Slightly increases bus travel distance from Camino de la Plaza to the bus facilities, increasing travel time and operating costs
- Requires ascending ramp from East San Ysidro Boulevard “circle” area to second level of ITC, creating a physical intrusion and visual barrier between the plaza and community, and possibly conflicts with freeway ramps
- Requires all freeway ramp traffic to circulate through the site to get to/from the community
- Eliminates private commercial parking lots on the site
- Requires acquisition and/or relocation of private property and businesses on the site
- Results potentially in relatively higher capital costs due to incorporation of a vertical facility and relocation of freeway ramps

5.2.2 Input from Community

After review of the comparative evaluation results by the TWG, three selected reconfiguration concept alternatives were presented to the PWG for input and guidance on taking the concept alternatives to the broader community. The PWG recommended that the three selected alternatives be presented to the community at a meeting of the San Ysidro Planning Group to obtain further input. Two of the presented alternatives, NR-A (renamed Option 1) and NR-D (renamed Option 2), were the two top-rated reconfiguration concepts in the comparative evaluation. Both of these concept alternatives include relocation of the I-5 northbound freeway ramps. A third concept, ER-B (renamed Option 3), was presented to retain an alternative that would not relocate the freeway ramps. Options 1, 2 and 3, as presented to the PWG and community are shown in [Figure 23](#), [Figure 24](#), and [Figure 25](#), respectively.

At the planning group meeting, community members provided input and comments during the presentation and discussion. Community members were asked to formalize their comments by submitting them in writing on comment cards. In addition, meeting attendees were asked to indicate their preferences for one of the options presented by placing a sticker on their preferred option. A summary of the comment cards and outcome of the preference exercise is included below.

5.2.2.1 General Comments from Comment Cards

Thirteen comment cards were received from members of the public at the San Ysidro Planning Group public meeting. In general, most of the comments highlighted the benefits of Option 1 for addressing existing circulation conflicts and deficiencies. Many comments also identified Option 1 as the best option for supporting redevelopment and economic development opportunities on the site and in the larger community. Several comments specifically supported relocating the Trolley tracks to the east and incorporating the Trolley station into a multi-level ITC to allow for retail and commercial activities on the ground floor. Comments on Options 2 and 3 indicated that these options would not effectively address the current conflicts, and do not take all of the community needs into consideration.

FIGURE 23: OPTION 1 RECONFIGURATION CONCEPT (FORMERLY ALTERNATIVE NR-A)

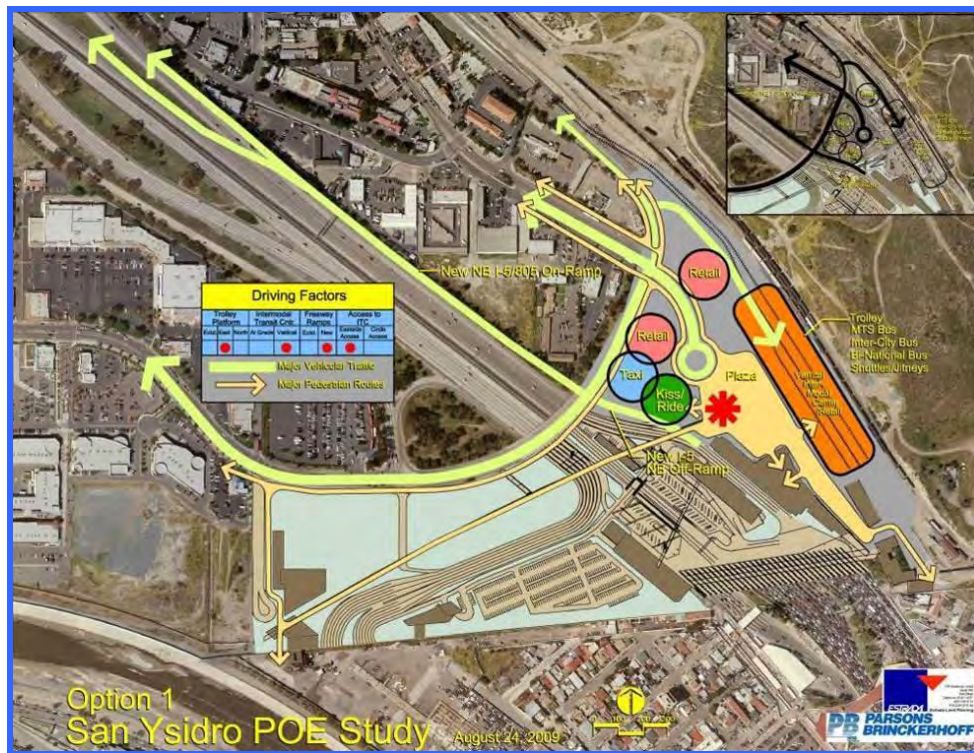


FIGURE 24: OPTION 2 RECONFIGURATION CONCEPT (FORMERLY ALTERNATIVE NR-D)

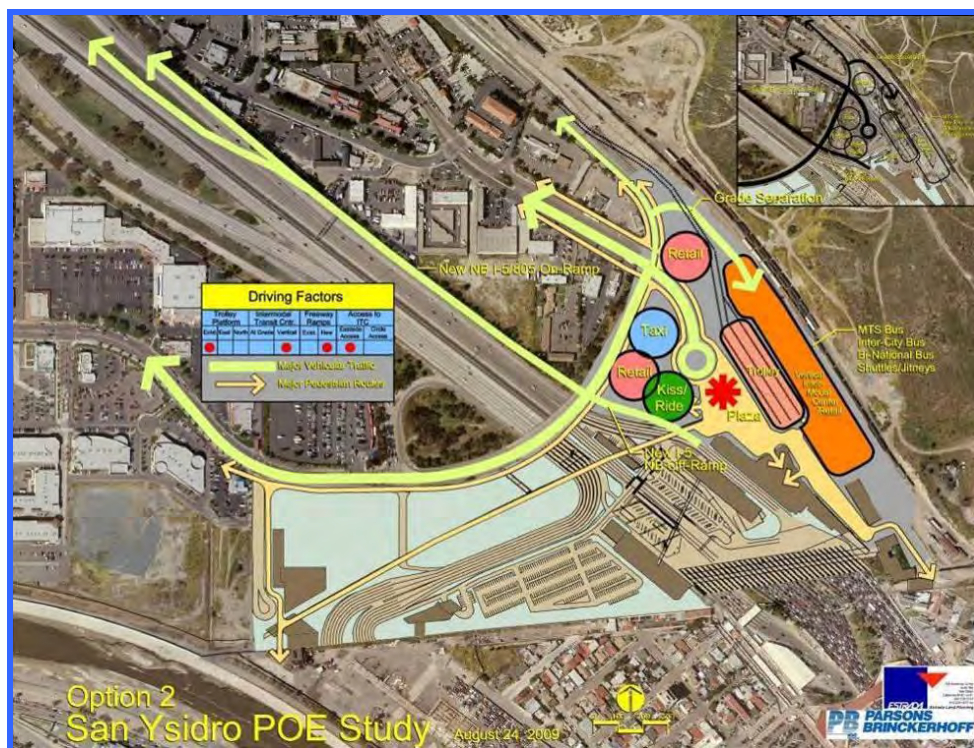


FIGURE 25: OPTION 3 RECONFIGURATION CONCEPT (FORMERLY ALTERNATIVE ER-B)

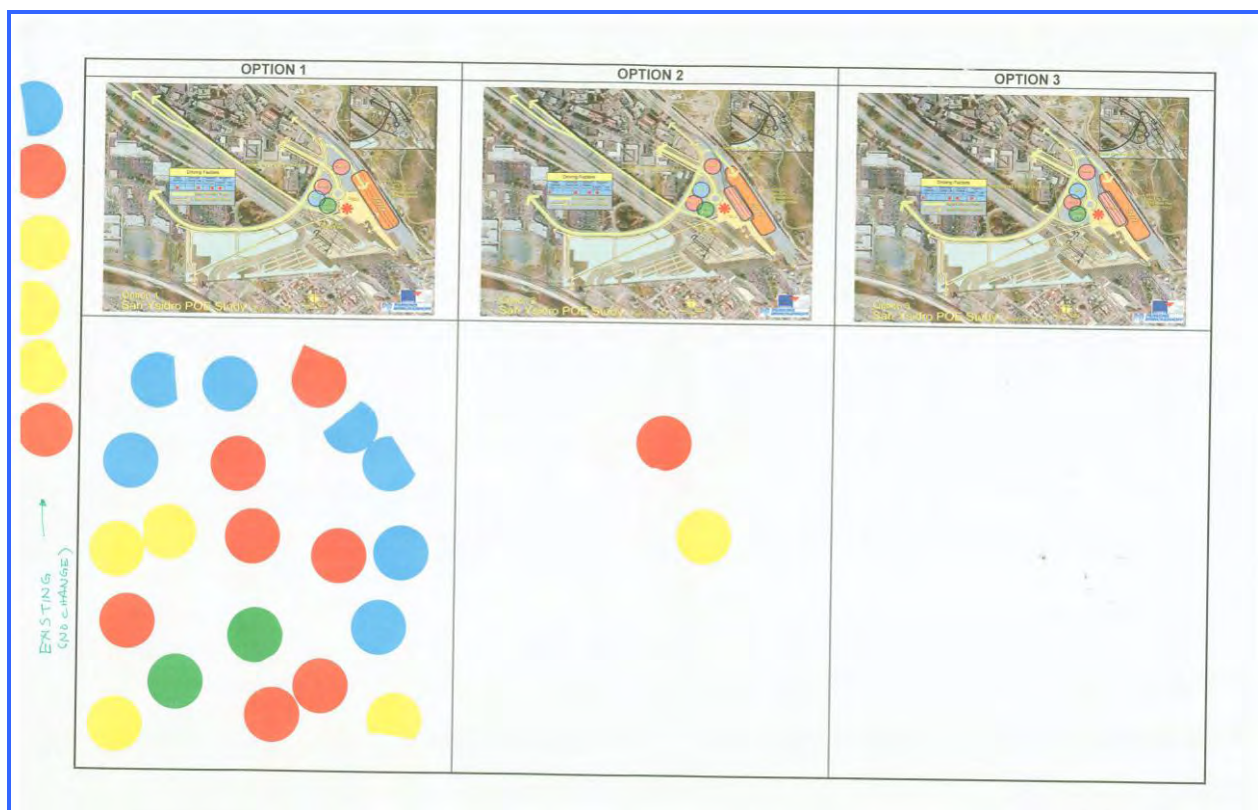


5.2.2.2 Results of Dot Preference Exercise

In addition to the comment cards, each person attending the San Ysidro Planning Group public meeting was given a sticker dot and asked to place the dot adjacent to one of the three options presented at the meeting to register their preference for an option concept. Meeting attendees were informed that their input and preferences would be considered in selecting a preferred study option for further refinement.

Figure 26 shows the results of the dot exercise. As shown in the figure, Option 1 was the clear favorite at this meeting, receiving approximately 70 percent of the preference dots. Two meeting attendees preferred Option 2 and no one indicated a preference for Option 3. The six dots on the left side of the graphics (just over 20 percent of the total) represent those who prefer none of the options and desire that existing conditions remain unchanged.

FIGURE 26: COMMUNITY DOT PREFERENCE EXERCISE



5.3 PREFERRED CONCEPT

Based on the comparative evaluation, and input from the TWG, PWG, and community, reconfiguration concept Option 1 (formerly NR-A) was deemed the preferred concept for further planning and concept development. In general, Option 1 is preferred because it:

- Eliminates most of the existing and projected 2030 circulation and mobility conflicts and deficiencies in the Focused Study Area;

- Consolidates transit into an Intermodal Transportation Center in close proximity to the border;
- Creates a pedestrian plaza, and pedestrian and view promenade linking the border and community;
- Improves vehicular and pedestrian access to the border and community;
- Incorporates retail and commercial facilities on the site;
- Can create an iconic landmark and gateway to the community and region; and
- Has the potential to be a catalyst for community revitalization and economic development beyond the site.

Option 1 was advanced for more detailed conceptual site design and further analysis on traffic, mobility, cost, and related issues.